



**ADMINISTRATIVE  
REFORMS COMMISSION  
ON  
TRAINING**



**TRAINING DIVISION  
MINISTRY OF HOME AFFAIRS  
GOVERNMENT OF INDIA  
June 1969**

## **FOREWORD**

We recently issued a Training Monograph on 'Five-Year Plans and Training'. This is the second monograph in the series and gives the recommendations of the Administrative Reforms Commission and its Study Teams on the various aspects of training. The Administrative Reforms Commission was set up in 1966 *inter-alia* to examine the public administration of the country and make recommendations for reforms and reorganisation wherever necessary. The Commission was asked to 'give consideration to the need for ensuring the highest standards of efficiency and integrity in the public servants, for making public administration a fit instrument for carrying out the social and economic policies of the government and achieving social and economic goals of development, as also one which is responsive to the people'. The Commission had, therefore, the unique advantage of having before it the entire conspectus of Indian administration. What, therefore, it has so far stated about training is indeed a comprehensive appreciation and commentary on the problems of training of the civil servants in this country.

The recommendations relating to Training appearing in the different reports of the Commission and the related Study Teams highlight the present need of modernising our administration by imparting skills of analysis and management to the various levels of civil servants. The need for training, therefore, as revealed in these recommendations, tends to be as extensive as the area of government itself.

The present monograph has attempted to cull out the various recommendations as relating to Training, made either by the Commission or its Study Teams, and present them in a readily available form to help all those who are directly or indirectly engaged in the effort of training generally, and of civil servants in particular. As the Commission's Report on Personnel Administration has a full chapter on Training, the same has been reproduced in full.

**B. C. MATHUR**

Director of Training and Jt. Secretary  
Ministry of Home Affairs

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## **ADMINISTRATIVE REFORMS COMMISSION**

### **REPORT ON PUBLIC SECTOR UNDERTAKINGS (OCTOBER, 1967)**

#### **Functions of the Sector Corporations**

##### **1. Recommendation 3 :**

- (i) to advise the Government on general matters affecting industry in the public sector;
- (iii) to promote, provide or coordinate activities relating to—
  - (a) *training of personnel*;
  - (b) research and consultancy;
  - (c) sales promotion; and
  - (d) such other common services as the constituent units may agree to be provided by the corporation (p. 19)

#### **Materials Management**

##### **2. Recommendation 44 :**

- (3) *Training in materials management* should be given greater importance, in addition to having fully trained staff in the materials management organisation, it will be advantageous to have *short-term training* imparted to the personnel of other departments as well. (p. 63)

#### **Personnel Management**

##### **3. Recommendation 47 :**

- (4) The sector corporations and their constituent units should make their own administrative arrangements for

carrying out the recruitment and *training programmes*.  
(p. 73)

4. Recommendation 50:

- (2) Public enterprises need not assume responsibility for *basic training in general management, and training in professions*. The existing *training institutes* should be utilised for imparting *this type of training*. (p. 76)

5. Recommendation 50:

- (3) The Bureau, in cooperation with the public undertakings and the Ministries concerned, should—
- (a) review the existing *training facilities and programmes* to avoid duplication of effort;
  - (b) identify areas where *training facilities* need to be extended or increased; and
  - (c) evaluate the suitability of training programmes to the requirements of the public sector. (p. 76)

6. Recommendation 50:

- (4) *Training of specialists* and technicians required only by the public undertakings will have to be taken care of by the undertakings themselves. Undertakings operating in the same field of technology should do this in cooperation with each other. Where sector corporations are set up, they should provide common training facilities. (p. 76)

7. Recommendation 52:

- (1) Any advanced *training programme* given during the course of a period of service should be linked to a definite ladder of promotion so that *technical personnel* after *such training* can look forward to comparatively early promotions to higher grades. (p. 79)

#### 8. Recommendation 52:

- (2) Persons selected for *training should* be required to execute a bond to render service for a minimum period of five years after the completion of training. The amount for which the bond should be executed should be a fair proportion of the total amount spent during the training course, and, in the event of infringement, the conditions of the bond should be rigidly enforced. Provision should be made, by a special enactment, if necessary, to enable the recovery of the amount of the forfeited bond in a manner similar to the recovery of arrears of land revenue (p. 79).

#### Industrial Relations

#### 9. Recommendation 54:

- (2) Public undertakings should have their personnel managers *trained* in industrial relations and labour management and should adequately strengthen their personnel departments. (p. 81)

#### Audit and Appraisal

#### 10. Recommendation 61:

- (3) The staff required for the Audit Boards should be recruited through the Union Public Service Commission. Those who are already working in the audit offices may also apply for posts in the Audit Boards. The selected staff should *undergo a course in orientation* for which arrangements should be made. The existing departmental set up of the Directorate of Commercial Audit should be utilised until the new recruits take over the work. (p. 93)

## STUDY TEAM ON PUBLIC SECTOR UNDERTAKINGS (JUNE 1967)

### **Personnel Management**

#### 1. Recommendation 124 :

Public enterprises need not assume responsibility for basic training in general management and training in professions which are required both by the public enterprises and private concerns. The existing *training institutes* can be more economically utilised for providing this type of training. Arrangements will, however, have to be made for *in-plant training* and induction of new recruits. (p. 264)

#### 2. Recommendation 125:

The Bureau, in co-operation with the Ministries concerned, should undertake a survey of the *existing training* facilities to help avoid duplication and identify areas where training facilities need to be extended or increased. The Bureau, together with the representatives of the Ministries concerned and the public enterprises, should examine the curricula of *training offered* by different institutes to evaluate suitability of curricula to the requirements of the public sector and the quality of *training imparted*. (p. 265).

#### 3. Recommendation 126:

*The Training of specialists* and technicians listed in paragraph 8.56 should be the special responsibility of the public enterprises themselves. In discharging this responsibility, enterprises operating in the same field of technology can

co-ordinate their efforts. This co-ordination will, of course, become automatic once a multi-unit corporation is set up in each field. (p. 265)

#### 4. Recommendation 127:

The draft outline of the Fourth Plan *contemplates training programmes* in management to be jointly sponsored by the Planning Commission and the Bureau of Public Enterprises, with a provision of Rs. 1 crore for the purpose. It should be possible to work out with the help of management institutes and specialised agencies concerned the possibility of running *training programmes* tailored specially to the requirements of the public undertakings. This work and the funds being provided for the purpose should be transferred to the Bureau. (p. 265)

### Industrial Relations

#### 5. Recommendation 140:

Managements of the public undertakings should take steps to have their personnel managers *trained in industrial relations* and labour management and to strengthen their personnel departments in this respect. An officer who is professionally qualified or equipped with sufficient experience in labour management should be available at a senior position in the personnel department. The labour officer should have direct approach to the chief executive in case he felt that his advice was being unjustifiably dis-regarded by any line authority. (p. 267).

### Materials Management

#### 6. Recommendation 177:

Training in material management should be given greater importance and the efforts should be to have fully trained staff in the materials management organisation. It will be advantageous to impart short-term training to the personnel



of other departments as well, since the management of materials is an integrated programme requiring the co-operative action of all the concerned branches. Adequate permanent facilities should be created to provide both long-term *specialised training* as well as *short-term training course* in materials management. (p. 274)



**ADMINISTRATIVE REFORMS COMMISSION**  
**REPORT ON FINANCE ACCOUNTS AND AUDIT**  
**(JANUARY 1968)**

**THE BUDGET**

**Performance Budget**

**1. Recommendation 1:**

- (5) A suitable *training* scheme should be devised for those who, at different levels, will be concerned with the introduction of performance budgeting. The Finance Ministry should prepare a manual on performance budgeting, covering the various issues involved and containing instructions of a practical nature for the guidance of all concerned with the budgetary process. (p. 8)

**Accuracy of Budget Estimates—Expenditure**

**2. Recommendation 5:**

- (2) During the course of construction of projects, systematic cash flow statements should be prepared and in this connection, modern *control techniques* like PERT should be made use of. (p. 17)

**FINANCIAL CONTROL AND MANAGEMENT**

**3. Recommendation 12:**

- (2) The Finance Ministry should help the administrative Ministries to organise well-equipped internal Finance Branches. For this purpose, it will be necessary to (i)

ensure *proper training of the junior officers*, and (ii) provide for officers in the middle levels suitable opportunities to acquire varied experience and knowledge of public administration. (p. 28)

## GOVERNMENTS ACCOUNTS

### **Maintenance by Department of the accounts required for Managerial Control**

#### 4. Recommendation 18 :

- (2) Adequate arrangements should be made for imparting *suitable training to the accounting personnel* at various levels. (p. 39)



## **STUDY TEAM ON FINANCIAL ADMINISTRATION (MAY 1967)**

### **SUMMARY OF OBSERVATIONS AND RECOMMEN- DATIONS**

#### **Budget Estimates**

##### **1. Recommendation (20.10)**

We consider that managerial techniques such as *PERT (Programme Evaluation and Review Techniques)* and *C.P.M. (Critical Path Method)* should be introduced as early as possible in Government Projects and Government Departments, especially those concerned with the execution of relatively big schemes. Among other things, the adoption of these methods should lead to a much larger measure than at present of calculated control over points of crucial delay—and in the same process to a much more reliable estimate than now obtains of the twin factors of time and expenditure. (p. 109)

##### **2. Recommendation (20.41)**

In the matter of creation of posts, we recommend greater over-all control. Many of the Work Study Units, on whose advice posts can be created, have not built up the expertise required for their becoming effective advisers in this respect. We are of the view that this function should be entrusted to a well-trained staff inspection unit composed of officers with **adequate training in methods of work study, work measurement, etc.** The new unit should be located in the Ministry of Home Affairs or in the Cabinet Secretariat. (p. 114)

**STUDY TEAM ON ACCOUNTS AND AUDIT  
(SEPTEMBER 1967)**

**SUMMARY OF CONCLUSIONS AND  
RECOMMENDATIONS**

**Audit and Administration**

**1. Recommendation 63:**

Suitable *training facilities* in financial administration may be provided for executive officers at various levels and checklists of important points with regard to various types of transactions may be prepared and distributed among the officers and staff. Simultaneously, laxity in following prescribed rules and regulations should be viewed with pronounced disfavour so as to attract suitable disciplinary action. (p. 126)



## **ADMINISTRATIVE REFORMS COMMISSION**

### **REPORT ON MACHINERY FOR PLANNING (MARCH 1968)**

#### **Training in Planning Methodology**

##### **1. Recommendation 17:**

- (1) It is necessary to make suitable arrangements for *training* of personnel engaged on planning work, in statistical and economic analysis and in techniques of planning. (p. 43)

##### **2. Recommendation 17:**

- (2) Training for statisticians and economists to be engaged in planning work should be organised in specialised institutions like the Indian Statistical Institute and the Institute of Economic Growth. (p. 44)

##### **3. Recommendation 17:**

- (3) The Planning Commission is the most suitable agency for *imparting on-the-job training*. For other aspects of the orientation and refresher courses, facilities available with professional bodies like the Indian Institute of Public Administration may be made use of. (p. 44)

## **STUDY TEAM ON MACHINERY FOR PLANNING (DECEMBER 1967)**

### **Staff Development and Training**

1. Staff development has not received adequate attention in the Planning Commission. (p. 157)

It is necessary that there should be an *orientation* programme for introducing persons newly joining the Commission to the responsibilities which arise as a result of the Commission's role as a leader, coordinator and synthesizer in the national planning process. (p. 157).

A personnel exchange programme between the Planning Commission and the sectoral agencies is essential to develop better understanding of each other's role. (p. 157)

To meet the requirements of the changing nature of work, the existing personnel needs *to be* trained. This will also help to open possibilities of job enlargement. (p. 157).

With the new planning positions in Ministries, State Planning agencies, and District Planning agencies that we envisage, the development of suitable training programmes for personnel to fill these positions is essential. (p. 157).

2. Training in Planning will be of two types :

- (i) *Training in economic, statistical and other tools* which can be largely imparted through specialized institutions and confined to persons already qualified in such subjects
- (ii) *Training for persons* who are specialised in different aspects of development but are now to work as

**planners:** Such persons have to be trained in the objectives, tools and techniques of planning.

We recommend that *appropriate training facilities* should be created for imparting the latter type of training. (p. 158)

The *training agency* for such a purpose should be closely associated with the planning agency and its training faculty should be partly drawn from persons who have had an opportunity to study at first hand the working of the planning process. It is necessary to create immediately one such training institution in Delhi. (p. 158).





**ADMINISTRATIVE REFORMS COMMISSION**  
**REPORT ON THE MACHINERY OF THE GOVERNMENT**  
**OF INDIA AND ITS PROCEDURES OF WORK,**  
**(SEPTEMBER 1968)**

**Administrative Reforms—Formulation and Implementation**

**1. Recommendation 15:**

- (1) The Department of Administrative Reforms should confine itself mainly to: (a) studies on administrative reforms of a foundational character, (b) building up O & M expertise in Ministries/Departments and training the personnel of their O & M units in modern techniques of management, and (c) advice and guidance to these O & M units in effecting administrative improvements and reforms. (p. 64).

**A Central Personnel Agency**

**2. Recommendation 17:**

- (1) A separate Department of Personnel should be set up, with a full Secretary in charge who should work under the general guidance of the Cabinet Secretary. (p. 75).

**3. Recommendation 17:**

- (2) This Department should have the following functions and responsibilities:
- (a) formulation of personnel policies on all matters common to the Central and All India Services, and inspection and review of their implementation;

- (b) talent hunting, development of personnel for "senior management" and processing of appointment to senior posts;
- (c) *manpower planning, training and career development*;
- (d) foreign assistance programme in personnel administration;
- (e) research in personnel administration;
- (f) discipline and welfare of staff and machinery for redress of their grievances;
- (g) liaison with the Union Public Service Commission, State Governments, professional institutions, etc.; and
- (h) staffing of the middle-level positions in the Central Secretariat (of Under Secretaries and Deputy Secretaries) with the assistance of and on the advice of the Establishment Board. (p. 75).

**STUDY TEAM ON MACHINERY OF THE GOVERNMENT  
OF INDIA AND ITS PROCEDURES OF WORK—  
PART II (VOL. I) (FEBRUARY, 1968)**

**SUMMARY OF RECOMMENDATIONS**

**Structures and Methods : An Overall View**

**1. Recommendation 40 :**

For providing *training* opportunities and developing promising young men as well as giving relief to the chief of a non-staff administrative office either or both of the following two devices could be adopted. One is nomination, wherever feasible, of a "number two"; this need not mean creating a fresh post, as an existing deputy could fill the role. The other is the provision of an aide to the chief in the person of a picked young officer of outstanding promise. (p. 193).

**Structures and Methods : A Close Up**

**2. Recommendation 91 :**

The development of personnel appointed to the three functional levels in a reorganised wing should be given careful attention by the wing chief in consultation with the personnel side of the ministry. Suitable orientation and *training* programmes should be devised which extend the capacities and knowledge—content of both directing staff and executives. The *training* programmes should include short-term fellowship for study in selected areas of relevance to the work of the wing, whether in the country or abroad. The selected personnel should be sent out for a year or two at a time to executive agencies of the Central

Government or to the State Governments. An incentive should be provided to such personnel in the form of special pay of Rs. 200/- per mensem. (p. 204).

### 3. Recommendation 92 :

To facilitate undertaking of *meaningful training* programmes, there should be a development reserve in the sanctioned strength of a wing. (p. 204).

## Personnel in the Machinery

### 4. Recommendation 120 :

There should be programmes for the development of promising middle management personnel for senior management. Selected men from the non-IAS generalist services should be given opportunities, through an appropriate deployment policy, to gain executive or other experience helpful for development. Selected men from the technical and scientific sources should, similarly, be given opportunities to gain administrative experience. After experience has been gathered in this way, these persons and promising IAS officers at middle management level (not excluding those serving in the States) should be put through specially *designed training* courses to fit them for senior management. (p. 208).

### 5. Recommendation 122 :

Increasingly, training should become a part of eligibility. In due course, save in exceptional cases, no non-IAS generalist should be considered eligible unless he has had a three years' exposure to development experience and no technologist or scientist unless he has had a similar exposure to administrative experience. No one—IAS, non-IAS generalist, technologist or scientist—should in future be considered eligible unless he has successfully done a training course for senior management. Those who have already

entered senior management during the last three years should be made to do such courses now. (p. 209).

#### 6. Recommendation 123 :

Actual selection should be based not only on the character rolls of eligible individuals but also on their total biodata, including in particular their academic background and *performance during training*. (p. 209).

#### 7. Recommendation 134 :

There should be a well planned *training* programme for chiefs, comprising items for individuals like study leave and deputation for training abroad, as well as group items like seminars and short-term courses. The programme should have two objectives: to increase the administrative capacity and vision of individual senior managers; and to promote team spirit based on a common understanding of the administrative problems senior management is required to handle. (p. 211).

#### 8. Recommendation 137 :

The device of orientation posts to train secretaries before they take up new assignments should, as suggested for chiefs, be increasingly resorted to in suitable cases. (p. 212).

#### 9. Recommendation 153 :

A comprehensive approach to reform in this field should seek not only to make good the handicaps of limited experience-patterns and the short-comings of 'pool' concept but also develop the requisite specialisations. It must also take into account the variegated sources that feed it. An outline of ideas in this field has been indicated below. If the ideas are accepted, these could become the basis of a plan of reform in this field to be formulated in due course by the government. (p. 214).

## 10. Recommendation 156 :

There should first be basic training, the aim being to impart to promising persons from different sources, not excluding public sector personnel, the basic requirements of headquarters staff. (p. 215).

## 11. Recommendation 157 :

Appointments to headquarters posts should, in due course, be made only from amongst those who have received basic *training*. (p. 215).

## 12. Recommendation 158 :

There should then be *supplementary training* aimed at developing substantive and staff specialisations largely among generalists; the former designed to produce a corps of generalist-specialists in three broad sectors of substantive administration, viz., industries, agriculture and social services and the latter to produce a corps of specialists in staff subjects particularly, personnel administration, financial management, planning and O. & M. The acquisition of more than one specialisation should not be barred and should, on the other hand, be encouraged. (p. 215).

## 13. Recommendation 159 :

The management of headquarters staff should be primarily the responsibility of the proposed Department of Personnel, with close coordination between the division within its handling this management job and the *training division*. But it should be necessary to centralise only such tasks as are fundamental to the new approach suggested, leaving others to be looked after by the ministries where the personnel are posted. (p. 215).

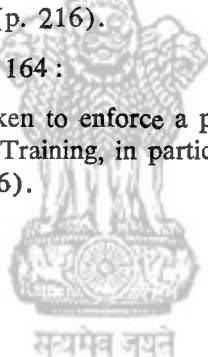
## 14. Recommendation 160 :

The performance of centralised tasks in relation to the sectoral and staff corps mentioned in 158 above should be

thought of as "corps management". While overall responsibility for this should remain in the Department of Personnel, corps management authorities should be nominated for different corps as indicated in para 6.36(7). Each corps management authority should take responsibility for the *training and deployment planning* of corps members, under the overall control and guidance of the Department of Personnel. Where the latter is itself the corps management authority, internal arrangements should be made, perhaps by constituting special cells to see that the detail of corps management is not overwhelmed by the overall responsibilities of the Department of Personnel in regard to headquarters staff management. (p. 216).

15. Recommendation 164 :

Powers should be taken to enforce a plan of reform formulated on this basis. Training, in particular, should be made compulsory. (p. 216).



## ADMINISTRATIVE REFORMS COMMISSION

# REPORT OF CENTRAL DIRECT TAXES ADMINISTRATION (JANUARY, 1969)

## Some Administrative Issues

**1. Recommendation 17:**

- (2) Income-tax Officers on promotion to the grade of Assistant Commissioners should be given *training* in judicial practice and procedure by being attached to a District Judge for a period of one month. This *training* will be a preliminary to his posting as Appellate Assistant Commissioner. (p. 29).





## **ADMINISTRATIVE REFORMS COMMISSION**

### **PERSONNEL ADMINISTRATION (APRIL, 1969)**

#### **Training**

Training is an investment in human resources; it is an important means, of improving the human potential and increasing the efficiency of personnel. Some progress has been made in recent years in providing training facilities to civil servants. Direct entrants to Class I Services undergo well-laid out institutional and in-service training programmes. Such programmes for Class III and Class IV personnel are, however, less common. Where they exist, they are generally intended to promote specific technical or functional skills, e.g., in the Indian Railways, Posts and Telegraphs, the Central Secretariat and the Central Excise and Customs Departments. Training Schools and Centres have also been established for technical training in specialised areas of engineering, e.g., Telegraphic Engineering and Tele-Communications. Efforts have also been made in recent years for providing training in the subject connected with rural development, like Community Development, Cooperation, Agricultural Extension and Marketing, Soil Conservation and Warehousing.

2. Despite all this effort in the field of training during the last two decades, much more needs to be done, particularly in training personnel for managerial and higher administrative responsibilities. With the rapidly rising tempo of political consciousness among the people, and the undertaking by Government of new tasks and responsibilities in the fields of development and welfare, the cultivation of proper values and attitudes by civil servants has assumed a vital importance. Again, training should prepare the individual civil servants not only for performing his present job well, but also for shouldering higher responsibilities and meeting new and complex challenges in future.

The aim should be to train civil servants not just for the needs of tomorrow but even for those of the day after. If training is to be effective, it should, as far as possible, also help the individual civil servants to so develop his capacities—mental, moral and spiritual—as to instil in him a sense of dedication. The realisation of these wide and comprehensive objectives for training would call for formulation of a clear-cut and bold national policy on the subject, setting priorities, preparation of training plans, both short-term and long-term, mobilisation of the needed funds and other resources, and building up a body of trainer.

#### Recommendation 26 :

We recommend that Government should, with the assistance of experienced administrators and experts in training techniques, formulate a clear-cut and far sighted national policy on civil service, training, setting out objectives and priorities and guidelines for preparation of training plans.

3. From the data which we have been able to gather, expenditure on training is seen to be roughly of the order of 0.4 per cent of the wage bill of the Civil Service at the Centre and in the State. The conference of the Heads of the Central training institutions and representatives of different Ministries and Departments, recently convened by the Ministry of Home Affairs, held that one per cent of the total salary bill would be a suitable target of expenditure on training for some years to come. While not being dogmatic about this percentage, we agree that, having in view the need for imparting greater professionalism to the public services and improving their efficiency, a much higher outlay on training than what is now incurred is called for.

### CENTRAL DIRECTION OF TRAINING

4. The comprehensive role which we envisage for training as an instrument of improving civil service performance and potentialities calls for the strengthening of institutional arrangements.

Training will not be effective, and will not receive due attention, unless there is a separate organisation specially charged with this function. In this context, we have noted the recent setting up of a Training Division in the Ministry of Home Affairs. As presently constituted, this Division has the responsibility of promoting and coordinating training programmes of the different Central Ministries and Departments, providing guidance and help, sponsoring or arranging training courses on aspects common to different services and maintaining liaison with the States.

5. In the scheme of reorganisation recommended by us in our report on the Machinery of the Government of India and its Procedures of Work, the Management of different service cadres will rest with the appropriate Ministries/Departments. It follows that training of the various functional cadres would be the responsibility of the individual Departments and Ministries. However, the Training Division should have the overall responsibility for training in headquarters work as well as for preparing personnel for entry to senior management. It should also be its task to evolve a national policy on civil services training, ensure its translation into operational plans and oversee their implementation. We refer to some of the contents of the training policy later. We would like to emphasise here that such a policy should clearly lay down that those with the best potential for development would be selected for training and not those who are easily available. Again, it must be clearly prescribed and also ensured that the persons who are trained will be "placed" in jobs where the training received will be properly utilised.

6. The Training Division should further be responsible for the training of Training Officers/Coordinators of different Departments and Ministries. It should be able to provide guidance and advice in the assessment of training needs and evaluation of the usefulness of training programmes. The Training Division should also take a lead in promoting the

preparation of the needed training materials and undertake research on the use of different training methods.

7. The Central Training Division is at present headed by a Director with the rank of Joint Secretary. The expanded role which we have in mind for the Division would require its strengthening. The staff should include competent trainers who can apply to the solution of management problems a professional understanding of training methods, learning theory, motivation theory, evaluation techniques and the like. We have already recommended in our report on the Machinery of the Government of India and its Procedures of Work, that the subject of "training" should be with the Department of Personnel. The Training Directorate should, in consonance with this decision, be under that Department.

#### Recommendation 27 :

We recommend that the Central Training Division should be located in the new Department of Personnel. The Division should have the following main functions :

#### Leadership :

- promote, coordinate and facilitate *training*;
- formulate policies, regulations and procedures on *training* and oversee their implementation;
- advise Ministries and Departments on : determination of *training* needs instructional techniques evaluation of *training* programmes.

#### Services :

- arrange for courses in subjects such as management that are a common need;
- arrange for *training* overseas;

- arrange for preparation of *training* materials and research on different *training* methods.
- train *training* coordinators.

8. As *training* will, for the most part, be decentralised, each Ministry or Department, having a sizeable programme of *training* should have a separate *training* cell, located in its Chief Personnel Office, the creation of which has been recommended by us in our report on the Machinery of the Government of India and its Procedures of Work. This cell may be manned by a Training Coordinator on a full or a part-time basis, as appropriate and a few staff aides. In Ministries and Departments which do not have any substantial training activity under them, the functions of the Training Coordinator may be performed by the head or the deputy head of the Chief Personnel Office.

#### Recommendation 28 :

We recommend that each Ministry or Department, having a sizeable programme of training, should have a separate training cell, located in its Chief Personnel Office. It should be manned by a Training Coordinator on a full or a part-time basis, as appropriate, and a few staff aides.

#### Training at different stages

9. The nature and content of the training imparted to an officer would depend on the staff of his career at which it is imparted. Thus at the beginning of his career, he will have to receive a post-entry training which will introduce him to the tasks he will have to embark upon. Later, after some years of experience in the particular field in which he started his career he will have to receive a different type of training if he is selected for undertaking managerial responsibilities at the headquarters. While working on his job, his knowledge and skills will have to be kept up-to-date through refresher courses.

## FOUNDATIONAL COURSE AT THE NATIONAL ACADEMY OF ADMINISTRATION

10. The post-entry training imparted to all-India and non-technical Central Services falls into two parts—institutional-training and training on the job. The former type of training is given in two instalments. There is first, the foundational course at the National Academy of Administration at Mussoorie, which is gone through by all the direct recruits to the all-India and non-technical Central Class I Services. After this course is completed, members of the various Services, other than the IAS, are trained in separate institutions, where they exist. Thus, there are Training Schools for the IA & AS at Simla and for the Income-tax Officers of the Indian Revenue Services at Nagpur and a National Police Academy for the IPS at Mount Abu. Members of the IAS get their specific institutional training at Mussoorie Academy itself. Members of Services for whom no special institutional arrangements for training exist, go from the foundational course, straight to their on-the-job training. The foundational course at Mussoorie includes instruction in certain “core” subjects which provide an orientation in the political, economic and social infra-structure. An important objective aimed at in providing a common foundational course is the promotion of a feeling of oneness among the different Class I Services. Opinion, however, differs about the success achieved in realising this objective. According to some, the foundational course tends to accentuate rather than mitigate a feeling of separateness among Services. It has also been pointed out that the number of trainees is too large to be combined. Notwithstanding these criticisms, the idea of a foundational course is basically sound. We have recommended the introduction of uniform grades of pay applicable to all Class I Services including the all-India Services. If this recommendation is implemented, the common foundational course will really be an effective factor in producing an *esprit de corps* among the Services. The participants of the course will not be bedevilled by a gnawing feeling of inequality and so, the course will pro-

mote real unity in thought and aspiration. As regards the problem created by the number of trainees being large, it should not be difficult to solve. The trainees can be taken up in batches and in fact, even now, such a device is adopted.

11. The members of the technical Class I Services do not attend the foundational course. In this connection, we would refer to the 93rd report (1965-66) of the Estimates Committee of the Third Lok Sabha in which it has been recommended that the foundational course should be made compulsory for all new recruits to Central Class I Services. We are in agreement with this recommendation which, incidentally, is consistent with our recommendation in Chapter III according to which suitably qualified members of technical services would be inducted into the middle and higher levels of the Secretariat.

12. The foundational course needs to be better adapted to the challenging task of making the probationer service-oriented. It is of the highest importance that proper attention is devoted to inculcating the right values and attitudes during the foundational course. In our view, the most important of the objectives of the foundational training should be to instil in the probationers a wide national outlook, a high patriotic fervour and a spirit of dedication to public service. The sort of mentality which avidly seeks to contrast the financial prospects of the Civil Service with the more lucrative opportunities of commercial employment is not the one on which we can depend for the realisation of the social and economic goals of the nation. The urge to work for a cause higher than oneself, and the consciousness of serving noble ends, can generate energies which can transcend and vanquish material handicaps. The young men and women who are selected for the services should be made to feel that the opportunity to participate in the nation building enterprise is in itself a valued privilege and a means of self-fulfilment. Such a view of one's vocation, at once humble and lofty, can be maintained only when one's efforts are grounded on a firm spiritual foundation. The strengthening of the ethical and

spiritual base for high human endeavour should be the most important of the responsibilities of the trainers. In this connection, all the great world religions have much to teach. Due to a misunderstanding of the concept of secularism in certain quarters, even the spiritual values enshrined in the great religions are not being given their due place in the educational system. This is unfortunate. Dogma and ritual are not what we mean when we refer to religion. We have in mind the profound wisdom and inspiration which all religions offer for the elevation and transformation of the human character, and which will enable people to live in peace and amity and to unite in a mighty corporate endeavour for the common weal.

13. The foundational course must, therefore, be basically oriented to make the officer good and honest, for on that foundation must be erected the superstructure of skill, knowledge and efficiency. All training now being given is directed towards making the official efficient, taking goodness for granted. But goodness can seldom be taken for granted. It is a virtue which has to be assiduously cultivated. Incidentally, it will be appropriate if, in accordance with the Directive Principles of the Constitution, the trainees are taught to abstain from intoxicating drinks except for medicinal purposes. In certain sections of the so called 'high' society of to-day, such drinking has come to be regarded as a status symbol. This must be debunked and the virtue of abstinence extolled. The trainees should also be made sensitive to the standard of living of the over-whelming section of the people in the country so that they may not fall victim to "luxury-mindedness" which would distort their sense of values and alienate them from the common run of Indian humanity.

14. The training must include discussions and discourses on moral standards and spiritual values. Persons who are respected for their moral and spiritual attainments may be periodically invited to give talks. Such discourses should be an integral part of the curriculum. In addition, they must find a place in the daily time-table of trainees. Persons invited to speak must not



be chosen by the management alone. The trainees must have an active voice in such selection, as primarily they will be the beneficiaries. Committees may be constituted for the purpose, comprising of members of the staff as well as the representatives of the trainees. The trainees may also on occasion choose one among themselves for a discourse on a particular day. He may, after preparation, either speak orally or read a paper. It is further desirable to commence each day's work with a suitable prayer, about the efficacy of which Gandhiji said, "Prayer is an unfailing means of cleansing the heart..."

15. The trainee even after getting trained in skills, procedures and practices, is often out of tune with the requirements, the needs and the psychology of the people. In a democracy, the Government is of the people, by the people and for the people. The people, therefore, must be correctly understood by every Government servant. It so happens that every Government servant tends to migrate towards an urban area, lives in the urban area and becomes part of the urban population. Urban environment breeds a kind of impersonal temperament, isolating him, even from his neighbours. Even a person who is born in a village loses contact with the village to some extent, for he moves out of the village for his higher education and subsequent training. One of the main maladies in administration is the unintentional, almost unconscious, loss of touch with the masses. Many of our social and developmental programmes have come to grief because the officers have not been able to know the needs and mores of the people correctly. It is, therefore, of basic importance in a democracy like ours, that the officers must have a rapport with the people and know their psychology and understand their ways. Three-fourths of the nation live in the villages, and it is they who are in greater need of amelioration and uplift. We, therefore, recommend that every trainee should live in a village at least for a fortnight during the course of his *training*. During this period, the trainees should familiarise themselves with the conditions of village life, organisation of its society and economy and their needs in a

welfare State. The fortnight thus lived with the people, together with the close study and observation of rural milieu and conditions, would equip the officer for the better performance of his duties in the coming years.

16. The syllabus of the course also needs improvement. We understand that many of the trainees are not satisfied with the content and methods of teaching, and, further, that lectures in several cases are just a replica of the teaching at the College or University level. Moreover, not every one among the training personnel is of the requisite standards. Lately, an attempt has been made to improve the syllabi and organisation of courses. For instance in the teaching of Economics, those who have studied it in their graduate courses or hold a post-graduate degree in the subject, are now exempted from the set of lectures dealing with elementary concepts. But their participation in the remaining lectures is considered essential to promote some meaningful discussion in the class room. Notwithstanding the recent changes, the need for alteration and improvement of the contents of the course still remains. The extension of the foundational course to cover all Class I Services, both technical and non-technical, may also necessitate some changes. We would recommend that the Government should appoint a small committee of leading non-officials, experts and experienced civil servants to revise the scheme of the foundational training in order to improve its usefulness and lay added emphasis on building proper values and attitudes.

#### Recommendation 29:

We recommend that:

- (1) The scope of the foundational course at present given by the National Academy of Administration should be extended to cover also technical Class I Central Services and all-India Services.
- (2) The content of the foundational course should be suitably revised to improve its usefulness and lay added

emphasis on building proper values and attitudes among the trainees and inculcating in them a sense of dedication to duty and service-orientation. The need to abstain from intoxicating drinks should be emphasized.

- (3) Every trainee should live in a village atleast for a fortnight to acquaint himself with rural life and conditions.
- (4) The Government should set up a small committee of leading non-officials, experts and experienced civil servants to revise the scheme of the foundational training on the above lines.

### **Post-foundational Institutional Training**

17. As already stated the post-foundational institutional training for the IAS is given at the National Academy of Administration itself. We are of the view that this training should be the responsibility of a separate IAS Staff College. The Academy should, in addition to providing foundational training to members of all the Services including technical services, be responsible for middle management training. This should keep its hands full. As indicated earlier, the Departments and Ministries should be responsible for the training of officers whose cadres they manage. The Home Ministry should, therefore, be in charge of the training of IAS and IPS officers and there should be a separate Staff College for the IAS. There is already a separate institution, viz., the National Police Academy, for the IPS Officers. The Academy which will be under the Department of Personnel should not be associated with the training of any particular service. In fact, the directing staff of the Academy should be drawn from different Services.

**Recommendation 30:**

**We recommend that:**

- (1) The post-foundational institutional training should be entrusted to a separate Staff College for the IAS.

- (2) The National Academy of Administration should be responsible for the foundational course for Class I. Central Services and all-India Services and for middle management training.
- (3) The Academy should be under the new Department of Personnel and its directing staff should be drawn from different Services.

18. It is generally recognised that the post-foundational training for the IAS trainees at the Academy is in several respects too general and academic. It is not clearly focussed on the work which the officers have to do during the next few years. The main difficulty is that the trainees are not familiar with practical administration and the training, therefore, has necessary to be mostly theoretical. The Study Team (T) recommended in June, 1967, the "sandwiching" of a period of practical administration between two spells of training at the Academy. We are glad that this proposal has been received favourably by the Government. The Ministry of Home Affairs has suggested to the States that the institutional training of the IAS probationers may be divided into two period of about 8 months and 4 months, with 12 months' field training in States intervening between them. It has been proposed that the second part of the institutional training should largely be problem-oriented and based on experience and observations of the trainees in the States. We fully support these proposals and would urge that such a "sandwich" pattern of training should normally be followed in all programmes of probationary training of Class I Services.

#### Recommendation 31:

We recommend that the proposals for sandwich pattern of post-foundational institutional training for the IAS under the consideration of the Government, should be finalised and implemented early. Such a sandwich pattern of training should normally be followed in all programmes of probationary training of other Class I Services.

19. The compulsory training in horse-riding is out-of-date. It is a waste of time, effort and money and may be scrapped. Except as a mode of exercise and recreation, horse-riding is now somewhat of an anachronism. No officer except perhaps a few police personnel, uses a horse on official work. As recommended by the Advisory Council, of the National Academy of Administration in 1966, training in jeep driving and motor mechanics should be organised as soon as the Academy shifts to Delhi.

#### Recommendation 32:

We recommend that the compulsory training of horse riding for the IAS may be scrapped. Training in jeep driving and motor mechanics should be imparted when the Academy shifts to Delhi.

20. At present, the on-the-job training received in the States by the IAS probationers, which follows the institutional training at the Academy, varies from 10 to 18 months, the average being 12 months. This training, however, lacks effective supervision. We have been told that, not unoften, the Collectors to whom the probationers are attached for the larger part of their training in the States are either indifferent or too busy to give them the needed time and attention. They also are not always senior enough to train the officers. We would, therefore, suggest that the IAS probationers should be assigned to carefully chosen senior Collectors who are known for their interest in training and whose methods of work are considered worthy of emulation. Further, it will be worthwhile to spell out in detail for the benefit of the probationers, what they are supposed to do and are expected to learn during their training in the States. It is also necessary that the Central Government should evolve a common pattern of field training which may be adopted by States, with modifications suited to their local conditions. During the sandwich period of field training the probationers should be in constant touch with a tutor at the IAS Staff College.

who should set specific tasks, exercises, and writing of reports on particular problems. The training diaries of the probationer should be scrutinised by the Collector and also sent to the tutor of the probationer, who may give him such guidance as may be necessary.

21. As regards the institutions for the training of Class I Services other than the IAS, several of them exist as pointed out above. We recommend that similar institutions may be set up for other services, if the number of trainees is large enough.

22. Only those staff members of the concerned service who have a flair for training should be selected as trainers. The tenure of Government servants deputed to training institutions should be long enough to enable them to be effective as trainers. Further, they should not be placed in a disadvantageous position in the matter of promotion. The Central Training Division should formulate an overall policy for training of trainers and help the training cells in different Departments and Ministries to prepare and organise the needed training schemes.

Recommendation 33:

We recommend that:

- (1) The Central Government should evolve a common pattern of field training for the IAS probationers, which may be adopted by the States with modifications suited to their local conditions. During their training in the States the IAS probationers should be assigned to carefully chosen senior Collectors who are known for their interest in training and whose methods of work are considered worthy of emulation.
- (2) For Class I Services other than IAS, training institutions may be set up where they do not now exist, if the number of trainees is large enough.

## TRAINING FOR MANAGEMENT

### Junior Management

23. Under our proposals for staffing of the Secretariat outlined in an earlier chapter, the Under Secretaries will be drawn from the functional cadres and the Central Secretariat Service. The Under Secretaries promoted from the Central Secretariat Service will require some grounding in the techniques of programme planning and review. Normally, this group would have already received training in headquarters work in the course given for the Section Officers by the Central Secretariat Training School. All that they would therefore need is a refresher course in this area. Some of the Under Secretaries drawn from the functional cadres may also require training to prepare them for headquarters work. We would, therefore, suggest that a 12-week course should be organised by the National Academy of Administration when it moves to Delhi. This course should cover (a) introduction to concepts and tools of management, with special emphasis on mathematical aids, staff organisation and control and coordination needs and devices, (b) the machinery of the Government of India and its procedures of work; (c) relations between Parliament, Ministers and civil servants; (d) Five-Year Plans, planning methods and the Planning Commission; (e) systems, procedures and rules of financial management and personnel administration at the Centre; (f) techniques of programme planning and review; and (g) some practical exercises in correspondence handling, writing reports and policy memoranda. Participation in the course by Under Secretaries coming whether from the CSS or the functional cadres, should depend upon the actual needs of the individuals.

### Recommendation 34:

We recommend that a refresher training course for Under Secretaries from C.S.S. cadre and a 12-week training course for other Under Secretaries may be formulated.

## MID-CAREER MANAGEMENT TRAINING

24. Under our overall staffing scheme, the middle-level administrators in the Secretariat (Deputy Secretaries and their equivalents) will come from two main sources: (1) "policy and management pool" and (2) "functional cadres". The entry to the "policy and management" pool in the Secretariat will be by a test. This pool will comprise eight specialisations of administration viz. (1) Economic (2) Industrial (3) Defence (4) Agricultural and Rural (5) Social and Educational (6) Financial (7) Personnel administrations and (8) Planning.

25. The Deputy Secretaries in substantive-work divisions dealing with developmental work will have to shoulder the responsibility for programme planning, coordination and review in an area or sub-sector, of administrative activity. The main focus of middle management training should, therefore, be to develop knowledge, abilities and skills which will enable the administrators to mobilise resources (organisation, men and materials) to achieve effectively, certain policy or programme goals/sub-goals. Training required for middle level management should, we feel have the following three broad elements: (a) training in headquarters work (8 weeks); (b) special courses (8 weeks) in each specialisations; (c) sub-area specialisation training (6 weeks). The first two parts of the training should be completed before an officer assumes charge as a Deputy Secretary, while the third part should be undergone in the light of actual needs while working in an headquarters assignment.

26. Training in headquarters work may be common to all specialisations. Broadly, it may include the following foundational subjects: (i) basic management concepts like organisation, delegation, control, direction, communication, coordination, supervision and motivation; (ii) basic economic concepts and their use in Government; (iii) policy-making, programme planning, implementation and review, and modern tools of administration; (iv) machinery and procedures of the Government of



India, including financial and personnel rules, regulations and review procedures, budgeting, financial control, accounts and audit; (v) relations with Parliament, Ministers and citizens. This course may also be attended, depending upon the need, by Deputy Secretaries in the functional areas.

27. In devising courses for training in each specialism the object in view would be to achieve a deep and intimate knowledge of the theoretical concepts, techniques, systems and procedures connected with the specialism. In particular, under the term "Planning" techniques connected with the formulation of Plans and evaluation of performance will receive attention. This will, of course, involve a study in greater depth of the subject of planning than what is required under item (iii) mentioned in the previous para which only envisages an elementary knowledge of programme planning.

28. As regards the organisation for arranging middle management training programmes, the responsibility should be entrusted to the National Academy of Administration. The Academy may also give the general course in headquarters work for Under Secretaries. As suggested earlier, the Academy will also be responsible for organising foundational courses for direct-recruits to all Class I Services, Central as well as All-India.

29. We would like to add that the Academy need not attempt to operate directly all the courses required for middle management. The special courses in the eight specialisations and their sub-specialisations should, as far as possible, be farmed out, particularly where professional organisations with the needed competence already exist, e.g., the Institute of Economic Growth, the Institutes of Management (at Ahmedabad and Calcutta) and the Administrative Staff College, Hyderabad, the Indian Institute of Public Administration and the Defence Services Staff College.

30. Similarly, the facilities provided by professional institutions may be used for sub-area specialisations e.g., National

**Institute of Health Administration and Education, National Council for Educational Research and Training, Central Labour Institute, the proposed Bankers' Institute and the Indian Statistical Institute. The attachment of the middle management trainees to various professional institutions either for a general course in theory practice and techniques or a specialised course in techniques and procedures will have the special advantage of broadening the horizons of their knowledge.**

### **Recommendation 35:**

**We recommend that:**

- (1) Training for middle-level management in the Secretariat (for Deputy Secretaries and other officers with equivalent status) should have the following three broad elements: (a) training in headquarters work; (b) special courses in each of the eight broad specialisms; and (c) sub-area specialism training.
- (2) Training in policy and planning should be provided as a part of training for all specialisms.
- (3) The responsibility for arranging middle management training programmes should rest with the National Academy of Administration. The special courses in the eight specialisms and their sub-specialisms should, as far as possible, be farmed out to professional organisations which have the needed expertise.

31. We have already stressed the importance of developing personnel for senior management positions on a planned basis. At the entry level to senior management, what is needed is not formal training but opportunities for self-study with a measure of guidance, exposure to discussions at a high professional level, and a deep study of a few chosen policy problems in the broad area of work. We consider that all probable entrants to senior management should take a programme of advanced study for 16 weeks which will help prepare them for

higher responsibilities. We would not like to set out any rigid pattern and would like the programme of study to be tailored to meet the needs of the individual and the functional group concerned.

32. Senior management training should be divided into two parts as follows:

(A) A general study and orientation supplemented by group discussions, seminars and syndicates, with the object of :—

- (a) enlarging the ability to examine a problem realistically in the broader context of the national goals, Five-Year Plans, and inter-relationships between the community and the Government, and
- (b) increasing the capacity for coordinating diverse programmes into an integrated whole, developing controls and information systems for alerting Ministers and senior officers to impending problems and initiating new programmes.

(B) Specific studies of a set of policy problems or a detailed study of the entire policy-making process in a segment or area of administrative activity, with a view to widening and deepening the understanding of the policy-making process. The purpose of this study should be to develop the capacity to distil and integrate their past experience into meaningful learning by analysing what policies, programmes and techniques worked well or badly and why, and how new concepts, tools and insights could help to remove the existing drawbacks and deficiencies.

33. The development of different abilities and skills needed at the senior level requires an atmosphere which does not inhibit critical thinking and is conducive to problem-solving. The need is for an environment where sectional views and attitudes and the accustomed patterns of thought are challenged, and free association of ideas and exercise of imagination is encouraged.

Preparation for senior management also calls for close interaction with senior administrators, political executives, people's representatives and distinguished scholars in different subjects. We feel that such an open climate for self-development and opportunities for inter-action can be better found in a professional organisation. Therefore, education and preparation for senior management should not, in our view, be entrusted to a Government institution. Further, the hands of the National Academy of Administration would be pretty full with organising foundational courses and training for middle management which we have earlier proposed for it.

34. We would, therefore, recommend that the persons who are marked out for senior management should be attached to professional institutions for pursuing the programmes mentioned above. For Part A of the programme, the services and the expertise of the Indian Institute of Public Administration may be utilised. Part B may be arranged in other professional institutions like Institutes of Management at Ahmedabad and Calcutta, Administrative Staff College, Hyderabad, Institute of Economic Growth, etc., which specialise in the area which would be of interest to the official concerned.

#### Recommendation 36:

We recommend that:

- (1) Senior management education and preparation should be largely oriented towards policy-making, programme planning and review, and problem solving. It should be divided into two parts: (a) A general study and orientation supplemented by group discussions, seminars and syndicates; (b) Specific studies of a set of policy problems or a detailed study of the entire policy-making process in a segment or area of administrative activity.
- (2) Persons who are marked out for senior management should be attached to professional institutions for

pursuing the programmes of advanced study. Part A of this programme may be arranged with the assistance of the Indian Institute of Public Administration; and Part B of other institutions like the Institutes of Management at Ahmedabad and Calcutta, Administrative Staff College, Hyderabad, the Institute of Economic Growth, etc. which specialise in the area which would be of interest to the official concerned.

### REFRESHER COURSES

35. A number of programmes of refresher training have come up in the last decade. During 1961—65, the National Academy of Administration organised five refresher courses of 5-6 weeks for officers of different services with 8—12 years' service. The programme was discontinued on account of shortage of accommodation, among other reasons. It is being revived this year by organising refresher courses on economic decision-making and modern aids to administration. The Railway Staff College operates a well-organised programme of refresher courses for senior personnel, both technical and non-technical. The National Police Academy organises an advanced course for IPS officers with 6—8 years service. Several professional institutions in the fields of health, agricultural extension, community development and cooperation (e.g. National Institute of Health Administration and Education, National Institute of Community Development and Vaikunth Mehta Institute of Cooperative Management, Poona) also hold refresher courses.

36. The Administrative Staff College, Hyderabad conducts a ten weeks' programme for senior executives of both public and private sectors, as also special courses on selected management problems. A few officers of the Central Government are deputed to the senior executives' course every year. The Indian Institute of Public Administration has, during the last few years, organised several executive development programmes

for government officials, both of the Centre and States. A few civilian officers of various services are also detailed every year by the Government to the National Defence College, New Delhi, and the Defence Services Staff College, Wellington. Advantage is also taken by the Government of the different foreign assistance schemes to send out officials for advanced study and observation abroad.

37. The Estimates Committee underlined, in 1966, the need for placing, on a more systematic basis, the present scheme for refresher courses for the officers of the all-India and Central Services, Class I. The refresher courses may be divided into two categories: (i) those meant to increase the technical or functional knowledge, and (ii) courses for improving managerial, problem-solving and policy-making abilities and skills. We would urge that the statement of training policy of the Government (*vide* para 2 above) should lay down clear guidelines for organisation of refresher courses. Participation in seminars and conferences also serves as a training medium. Here too, there is the need for laying down some standards, so that such participation is not over-done or this facility is denied to those who really need it. A programme of refresher courses should then be drawn up for each functional service group by the cadre administering authorities. The duration and nature of each refresher course will have to be related to actual needs and the career development plans which are evolved.

#### Recommendation 37:

We recommend that a programme of refresher courses should be drawn up for each functional service group by the cadre administering authority with due regard to actual needs and the career development plans which are evolved.

#### TRAINING OF CLASS III AND CLASS IV PERSONNEL

38. Class III and Class IV employees constitute about 98 per cent of the Central Government personnel. It has been

roughly estimated that about 70 per cent of the Class III and 90 per cent of Class IV personnel are at present untrained.

39. Class III employees, whose work is mainly of a routine character, however, render great assistance in implementing policies and programmes in the field. Many of them may, at times, have to take decisions on matters which, though not of a major importance, nonetheless may affect the citizen in his daily life. Many Class IV personnel also come in contact with the citizens. Except for certain categories of personnel, there is, at present, neither any clear overall policy nor any extensive programme of training. We would, therefore, recommend that a review should be made of the training needs and existing facilities available for Class III and Class IV staff, and a phased programme for improve training for these categories of personnel be drawn up. Such training should aim at not only improving job skills but also developing proper attitudes towards the public. The recommendations we have made earlier in connection with the foundational course for placing special emphasis on building right values and attitudes and developing service-orientation apply equally in this case.

#### Recommendation 38: सत्यमेव जयते

We recommend that a review should be made of existing facilities for training available for Class III and Class IV staff and of the actual training needs, and a phased programme for improved training for these categories of personnel should be drawn up. Such training should aim at not only improving job skills but also developing proper attitudes towards the public.

### TRAINING METHODS AND TECHNIQUES

40. The effectiveness of any training programme depends considerably on the choice of right methods and techniques. The lecture method is appropriate mostly for increasing knowledge; group discussions, syndicates and case studies are more

suitable for improving problem-solving and decision-making abilities. It has been the experience in institutions, like the National Academy of Administration that greater benefit would be derived if guest speakers stay on the premises and are enabled to meet the trainees in small convenient discussion groups.

41. The use of group discussions and syndicates has been on the increase in recent years. Seminars and conferences are increasingly becoming the vogue in administrative training. Their usefulness is, however, limited, in many cases due to the low quality of the working papers, failure to circulate them well in time and the poor steering of discussions. The syndicate method has been found effective only where the trainees already possess some worthwhile practical administrative experience. The case method has great potentiality for promoting a meaningful understanding of the administrative process and enhancing problem-solving skills and policy insights. It is, however, hardly used in the training programmes for the public services. Some cases are occasionally cited, but little effort has been made to develop them into written case material. The Indian Institute of Public Administration has developed recently several case studies, but they have not as yet been put to operational use for training purposes. The Administrative Staff College, Hyderabad, has brought out a few case volumes but these cases are mostly concerned with problems of industrial administration.

42. While programmes of field visits and practical training on the job largely exist for Class I and Class II officers, field projects assignments and writing of research or survey reports are less common. Their proper use can help improve the effectiveness of training of good deal. The use of right methods and techniques of training is in area in which the Central Training Division must take a lead and provide useful assistance. The Division should arrange for appropriate research on various training methods and experimentation in techniques.



### Recommendation 39:

We recommend that the Central Training Division should arrange for appropriate research on various training methods and experimentation in techniques. It should also promote the development of training materials.

**STUDY TEAM ON RECRUITMENT, SELECTION,  
U.P.S.C./STATE P.S.Cs & TRAINING (MAY 1967)  
RECOMMENDATIONS**

**Training**

**Training Objectives**

**1. Recommendation 1:**

Formal training should be compulsory for all civil servants in Class I, Class II and Class III and for some categories of Class IV employees. (p. 42)

**2. Recommendation 2:**

All civil servants who come into contact with the public should be given *training* in public relations. (p. 42)

**3. Recommendation 3:**

In the case of Class I officials, the emphasis must move increasingly to imparting conceptual skill. (p. 42)

**The Training Organisation**

**4. Recommendation 1:**

The proposed *Training* Division has our fullest support and should be established with all speed. (p. 43)

**5. Recommendation 2:**

It should be a part of the Central Personnel Agency. (p. 43)

**6. Recommendation 3:**

States and Departments of the Central Government should set up Cells exclusively devoted to *training* and put

them directly under the charge of the Chief Secretary or the Head of the Department. (p. 43)

### **Post-entry Training**

#### **At the Centre**

##### **7. Recommendation 1:**

Institutional *training* facilities should be provided for the higher technical Services as also for the new All-India and Central Class I Services that are being created in order to provide a foundational course on the lines of the National Academy of Administration, Mussoorie. (p. 45)

##### **8. Recommendation 2:**

The National Academy of Administration should provide only the foundational course common to all non-technical Class I Services. Each Class I Service should set up its own *training* institution. The professional *training* for the Indian Administrative Service should also be conducted at a separate institution. (p. 45)

##### **9. Recommendation 3:**

'Foundational' type post-entry *training* course should be given to all direct recruits to the Class II Services. (p. 45)

##### **10. Recommendation 4:**

The facilities of the Central Secretariat *Training* School should be expanded and similar institutions should be set up in areas which have large concentrations of Central Government offices. (p. 45)

## (b) In the States

### 11. Recommendation 1:

The *Training Cells* in the States should examine and correct the wide divergence of *training* facilities that now exists in the different States (p. 45)

### 12. Recommendation 2:

Where conditions do not justify States establishing their own *training* institutions, neighbouring States should come together to establish common institutions. The *Training Division* should actively promote this. (p. 46)

## Field Training

### Sandwich Courses

### 13. Recommendation 1:

Field *training* is a very important part of all *training* programmes. New recruits should be attached for field *training* to experienced and competent officers, who should be given guidelines on *training* and afforded enough time to attend to the trainee. (p. 47)

### 14. Recommendation 2:

To achieve the best results, the *training* institution should be closely associated with *field training*. (p. 47)

### 15. Recommendation 3:

For the I.A.S., we have recommended a programme where the *field training* is sandwiched between two spells of institutional *training* at the Academy. Similar arrangements should be developed, wherever possible, for all the other superior Services at the Centre and in the States. (p. 47).

## **Probationary Periods and Language Training**

### **Weeding out the Unsuitable**

#### **16. Recommendation 1:**

Greater care than hitherto, should be exercised in weeding out unsuitable candidates during the probationary period. (p. 48)

#### **17. Recommendation 2:**

The *Training* Division and the *Training* Cells should lay down a procedure for evaluation of probationers at all levels. (p. 48)

#### **18. Recommendation 3:**

The probationer should be assessed on the basis of departmental examinations and his performance in the field, as evaluated by all the officers responsible for the *training*, including the head of the *training* institution. (p. 48)

#### **19. Recommendation 4:**

Not more than two chances should be given for passing the departmental examination. Failure to pass the departmental examination should entail discharge from service. (p. 48)

## **Language Training**

### **General**

#### **20. Recommendation 1:**

A probationer should not be confirmed till he has passed the prescribed language examination. (p. 49)

#### **21. Recommendation 2:**

A system of graded examinations in all the regional languages should be instituted and candidates should be given monetary incentives to pass these examinations, in

the language of the region to which they are assigned, unless it happens to be their mother-tongue. (p. 49)

### Mid-career Training

#### (i) General

##### 22. Recommendation 1:

All civil servants should be trained for improving their performance and for assuming higher responsibility. (p. 50)

##### 23. Recommendation 2:

This *training* should be carried out at the *training* institutions of the various Services and also by conducting short courses in the departments. (p. 50)

##### 24. Recommendation 3:

For Class I officers, refresher courses should be compulsory after 5-7 years of service (p. 50)

#### (ii) Staff Training

##### 25. Recommendation 1:

A Civil Service Staff College should be established for *training* officers for "staff appointments". (p. 51)

##### 26. Recommendation 2:

Entry into the Staff College will be by competition amongst officers of all Class I Services having not less than nine and not more than twelve years' service. (p. 51)

##### 27. Recommendation 3:

Promotees to Class I will be eligible for the examination between the sixth and eighth years of Class I Service. (p. 51)

## 28. Recommendation 4:

Staff appointments should, as a rule, go only to those who have qualified at the Staff College. (p. 51)

## 29. Recommendation 5:

After a tenure in the Secretariat, the field postings of those trained in the Staff College should be so designed as to equip them for higher staff responsibilities. (p. 51)

## (iii) Training in Management

## 30. Recommendation 1:

Senior Deputy Secretaries, junior Joint Secretaries and equivalent officers in the field organisations should be given higher management *training* in the Administrative Staff College and the Management Institutes. (p. 51)

**Off-the-job-Training**

## 31. Recommendation 1:

Study leave is an important part of *training* and Study Leave Rules should be liberalised to induce civil servants to take advantage of them. (p. 52)

## 32. Recommendation 2:

Fellowships should be instituted by Government in Indian universities for research in social sciences and technical subjects by selected civil servants. (p. 53)

## 33. Recommendation 3:

Exchange of personnel between Government and industry would be of considerable advantage. To begin with, a few officers may be deputed to organisations of industry and trade. Similarly, managers in private industry may be brought into organisations like the Planning Commission. (p. 53)

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## **STUDY TEAM ON PERSONNEL ADMINISTRATION (AUGUST, 1967)**

### **SUMMARY OF RECOMMENDATIONS**

#### **Personnel Management and Development**

##### **1. Recommendation 120:**

- (i) As formal *training* programmes cannot be a substitute of on-the-job training and daily work-experience, the cadre management committees should ensure that well-considered on-the-job *training* programmes are drawn up for all categories of personnel.
- (ii) *Training* and building up of personnel should be an important part of the duties of senior officers. (p. 249)

##### **2. Recommendation 121:**

Every encouragement and facility should be given for self-development. This should include—

- (i) liberal grant of leave for study;
- (ii) facilities of leave for attending seminars and conferences;
- (iii) encouragement of original work;
- (iv) reimbursing part of expenditure on professional books and periodicals. (p. 249)

#### **Personnel Agencies**

##### **3. Recommendation 127:**

The following items relating to personnel deserve central attention and should be entrusted to the Central Personnel Agency:

- (i) Personnel Policies;
- (ii) Manpower Planning;
- (iii) Career Development;
- (iv) Over-all aspects of *Training*;
- (v) Service Rules;

- (vi) Management of all-India and inter-Ministry Services;
- (vii) Postings to key positions;
- (viii) Welfare;
- (ix) Research in Personnel Management and Problems of Government. (p. 250)

### **Staffing of Public Sector Enterprises**

#### **4. Recommendation 175:**

The officers-in-charge of Employment Exchanges should be adequately qualified in psychology and vocational guidance. They should also be given intensive training in the various aspects of occupational classification. (p. 255)

#### **5. Recommendation 176:**

The broad approach to training skilled workmen should be that viable enterprises should work out their own training programmes and the smaller enterprises should explore the possibility of linking their training programmes with the bigger enterprises. The CAPSECS should co-ordinate these programmes. The establishment of training institutes for middle level personnel should also be on the same pattern. (p. 255).

#### **6. Recommendation 177:**

For developing specialised skills (i) special courses should be devised; (ii) refresher courses should be instituted with a view to introduce them to new ideas. (p. 255).

#### **7. Recommendation 178:**

Special courses for middle management personnel should be worked out which give them a broader understanding of higher management problems. Appreciation courses and seminars for top management personnel covering modern management techniques should be arranged. (p. 255).

# **STUDY TEAM ON PROMOTION POLICIES, CONDUCT RULES, DISCIPLINE AND MORALE (DECEMBER 1967)**

## **SUMMARY OF RECOMMENDATIONS**

### **Promotion Policy and Salary Administration**

#### **1. Recommendation 12:**

- (5) Suitable short term *training* courses should be arranged for officers promoted in order to fit them into their new responsibilities. (p. 320).

#### **2. Recommendation 12:**

- (6) All Class I officers should be given a short course of *training* with, or preferably as Magistrates, to give them a working knowledge of the procedures regarding enquiries, recording evidence, etc. (p. 320).

#### **3. Recommendation 12:**

- (7) The supervisory staff should, under a regular procedure, be periodically sent to the Staff College and *Management training* institutions for short courses in order to develop and refresh their managerial and administrative skills. They should be encouraged to take study leave to equip themselves with additional skills and knowledge. (p. 320)

#### **4. Recommendation 12:**

- (8) The Heads of Departments should be called upon to display greater initiative and interest in getting the staff working for them, *trained* in the various *training* facilities available to them. They should also

encourage them to avail of the study leave facilities to go for advanced or specialised courses in their respective fields of work. (p. 320).

5. Recommendation 12:

- (9) Physical *training* should also be given a place—though small place—in the scheme of *training* of officers (p. 320).

## POSITION CLASSIFICATION

### An Essential Tool for Better Personnel Management

6. Recommendation 15:

- (4) The Central Personnel Agency should have a Cell staffed with competent and *trained* officers to implement the position classification. (p. 321).

### Conduct Rules and Discipline

7. Recommendation 18:

- (1) All higher supervisory staff should be required to have working knowledge of disciplinary procedures, punishments and appeals; Class I Officers, technical and non-technical, who are not now given such *training* should be given *training* for three months as Magistrates during the probationary period. (p. 322).

## WORK MOTIVATION, INCENTIVE AND PERFORMANCE EVALUATION

8. Recommendation 32:

- (1) There should be arranged *training* courses in achievement-motivation for officials. (p. 331).

## STUDY TEAM ON CENTRE-STATE RELATIONSHIPS

(Vol—I)

SEPTEMBER, 1969

### THE ALL INDIA SERVICES

#### Training

##### 1. Recommendation 7:

- (a) the pattern of *training* of probationers should be reviewed so that it serves basic professional needs;
- (b) the existing advisory council for the National Academy of Administration should be replaced by a smaller and more professional body;
- (c) in addition to the various refresher courses, there should be specialised training in particular specialisations for which the officers are earmarked;
- (d) *training in the language* of the state allotted should be given greater emphasis in the Academy and afterwards and incentives in the form of advance increments provided for attaining proficiency in them;
- (e) there should be an Evaluation Committee consisting of Secretary (Personnel), one Chief Secretary, Director, National Academy of Administration and one expert from outside, say, from one of the Institutes of Public Administration or Management to evaluate and review all the existing training courses to assess *training needs* and to evolve a concrete programme to meet these needs. (p. 270).

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